

Message Text

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C O N F I D E N T I A L SECTION 1 OF 3 BELGRADE 2511

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SUBJ: PARM - ANNUAL POLICY AND RESOURCE ASSESSMENT FOR YUGOSLAVIA
PART II

REF: (A) STATE 38356, (B) BELGRADE 1776

PART II RESOURCES ASSESSMENTS.

1. POLITICAL

A) IN ATTEMPTING TO IDENTIFY POLITICAL AND POLITICAL-MILITARY
TRENDS AND DEVELOPMENTS IN YUGOSLAVIA AND ANALYZING THEM,
POL'S WORKLOAD IS DIVIDED TO EMPHASIZE, AS POSSIBLE, SUPPORT
FOR THE POLICY STEPS RECOMMENDED IN PART I.

B) PERSONNEL RESOURCES COMPRISE FOUR OFFICERS AND TWO
SECRETARIES. ONE OFFICER CONCENTRATES ON YUGOSLAVIA'S
RELATIONS WITHIN EUROPE, CSCE, AND POLITICAL-MILITARY
AFFAIRS; A SECOND COVERS INTERNAL AFFAIRS; AND A THIRD
ALBANIA, THE NONALIGNED MOVEMENT AND OTHER THIRD WORLD
AND MULTILATERAL MANIPULATIONS. THE SECTION CHIEF
STRESSES US-YUGOSLAV BILATERAL RELATIONS AND OVERSEES THE
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REMAINDER OF THE SECTION.

C) WITH SPECIFIC REGARD TO THE EMBASSY'S POLICY RECOM-
MENDATIONS, THE SECTION IS INVOLVED IN HELPING TO IDENTIFY
POTENTIAL LEADERSHIP SUCCESSORS WITH WHOM TO CARRY ON A
HIGH-LEVEL DIALOGUE, AND THOSE ISSUES WHICH SHOULD BE
RAISED IN THIS CONTEXT; HELPING TO DETERMINE KEY MILITARY

LEADERS FOR THE PURPOSE OF DEVELOPING A MEANINGFUL RELATIONSHIP; MONITORING YUGOSLAV STATEMENTS AND ACTIONS ON MULTILATERAL ISSUES WHICH BEAR ON OUR INTERESTS, ENCOURAGING THE GOY TO SUPPORT OUR STANDS AND RAISING WITH THE GOY ITS OPPOSITION TO OUR POSITIONS AND CONTRADICTIONS IN ITS OWN POSITIONS; HOLDING A CONTINUOUS DISCUSSION WITH YUGOSLAVS AT ALL LEVELS ON THE EMIGRE QUESTION, ESPECIALLY ASSURING THEM OF OUR CONCERN FOR THEIR PERSONS AND PROPERTY IN THE US; CONSULTING WITH YUGOSLAV DISARMAMENT AND NON-PROLIFERATION EXPERTS TO ENSURE CONTINUED AND CLOSE CONSULTATIONS DURING THE COURSE OF THE UN SPECIAL SESSION ON DISARMAMENT AND ON KRSKO; AND ENCOURAGING MORE ACTIVE YUGOSLAV PARTICIPATION IN A BILATERAL DIALOGUE ON OUR TWO SYSTEMS.

D) RESPONSIBILITIES WITHIN THE SECTION ARE PARCELED TO HIGHLIGHT, IN ADDITION TO THE ABOVE AND THE TRADITIONAL QUESTIONS AFFECTING US-YUGOSLAV RELATIONS, THE FOLLOWING AREAS:

- (1) INTERNAL POLITICAL DEVELOPMENTS PARTICULARLY IN LIGHT OF THE CONTINUED PREEMINENCE OF THE AGING TITO AND THE PREPARATIONS FOR WHAT IS BEING HERALDED AS THE VERY SIGNIFICANT 1978 11TH LEAGUE OF COMMUNISTS PARTY CONGRESS;
 - (2) YUGOSLAVIA'S LEADERSHIP ROLE AND ACTIVITIES WITHIN THE INCREASINGLY IMPORTANT NONALIGNED MOVEMENT AND IN OTHER MULTILATERAL ENTITIES;
 - (3) YUGOSLAVIA'S PREPARATIONS FOR THE BELGRADE CSCE CONFERENCE;
 - (4) YUGOSLAVIA'S RELATIONS WITH THE USSR AND OTHER
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WARSAW PACT NATIONS; AND
(5) ALBANIA.

2. ECONOMIC.

BOTH THE EMBASSY'S ECONOMIC STAFF AND THAT OF CONSULATE GENERAL ZAGREB ARE MORE THAN FULLY OCCUPIED IN STRIVING TOWARD THE GOALS DETAILED IN SECTION 7 OF PART I. MORE SO THAN IN ALMOST ANY OTHER COUNTRY - OUR OBJECTIVES IN YUGOSLAVIA CARRY DOUBLE FREIGHT; THE IMMEDIATE FINANCIAL ADVANTAGE TO AMERICAN EXPORTERS, INVESTORS AND THE US ECONOMY ARE JOINED BY THE POLITICAL ADVANTAGE WE OBTAIN BY KNITTING OUR TWO ECONOMIES CLOSER TOGETHER. US SALES, INVESTMENTS, PARTICIPATION IN TRADE FAIRS AND SEMINARS ARE EFFECTIVE IN EXPOSING YUGOSLAV DECISION-MAKERS TO HARDWARE, METHODS AND THOUGHT PROCESSES IN THE US. TO FACILITATE THIS, BUSINESSMEN, BANKERS AND POTENTIAL INVESTORS RELY HEAVILY ON THE EMBASSY AND CONSULATE GENERAL FOR INFORMATION AND COUNSELING, SINCE THERE ARE NO OTHER SATISFACTORY PRIMARY SOURCES. THESE FUNCTIONS ARE

ESPECIALLY DEMANDING OF STAFF TIME - OUR PRIMARY RESOURCE.
INCREASED FINANCIAL SUPPORT WOULD ENABLE US TO DO MORE
STRAIGHT TRADE PROMOTION, BUT WOULD NOT SUPPLEMENT THE
NUMBERS OF HOURS DEMANDED OF OUR STAFF BY AN EVER-
GROWING STREAM OF US VISITORS.
THE EMBASSY AND CONSULATE GENERAL PROVIDE THE ONLY OBJECTIVE
SOURCE OF POLICY GUIDANCE AND INFORMATION AVAILABLE TO US
BUSINESS INTERESTS WITHIN YUGOSLAVIA - AND THE PACE OF
TRADE AND JOINT VENTURE INTEREST IS INCREASING. SOONER,
RATHER THAN LATER, THE PRIORITIES DETERMINED FOR US BOTH
BY THE COUNTRY COMMERCIAL PROGRAM AND BY THE CONSTANT
INCREASE OF SECTION TIME REQUIRED BY BUSINESS AND US
GOVERNMENT VISITORS WILL HAVE TO BE RECONCILED.

3. CONSULAR.
MOST OF THE FUNCTIONS PERFORMED BY THE CONSULAR SECTION
OF THIS EMBASSY ARE SET FORTH IN STATUTES OR DEPARTMENT
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REGULATIONS AND WOULD BE CARRIED OUT REGARDLESS OF THE
COURSES OF ACTION PROPOSED IN PART I. CONSULAR OFFICERS
CONTRIBUTE TO US INTERESTS IN MUCH THE SAME WAY AS OTHER
EMBASSY OFFICERS THROUGH CONTACTS WITH HOST COUNTRY
NATIONALS AND THIRD COUNTRY DIPLOMATS. SPECIFICALLY

THE SECTION ASSISTS IN PROMOTING US COMMERCIAL INTERESTS BY FACILITATING BUSINESS TRAVEL TO THE US. BY DEALING WITH DAY TO DAY CONSULAR PROBLEMS QUICKLY AND EFFICIENTLY THE SECTION SEEKS TO PREVENT ADDITIONAL BILATERAL PROBLEMS. THE SECTION WILL TAKE THE LEAD IN ATTEMPTING TO GAIN CONSULAR PROTECTION FOR DUAL NATIONALS, ONE OF THE ITEMS IN OBJECTIVE 8 - BUILDING YUGOSLAV CONFIDENCE IN OUR INTENTIONS.

4. ADMINISTRATION.

ALL PERSONNEL OF ALL ELEMENTS OF THE ADMINISTRATIVE SECTION DEVOTE THEIR ENERGIES TO SUPPORTING THE PERSONNEL OF THE OTHER SECTIONS SO THAT THEY MAY DEVOTE THEIR ENERGIES TO ACHIEVING THE OBJECTIVES IN PART I WITH A MINIMUM CONCERN ABOUT THEIR DAY-TO-DAY LIVING PROBLEMS.

(A) AMERICAN STAFFING IS NOT CONSIDERED ADEQUATE TO PROVIDE THE NECESSARY CONTROLS OVER ALL ASPECTS OF THE GENERAL SERVICES OFFICE AND THE ASSIGNMENT OF AN ADDITIONAL AMERICAN CONFIDENTIAL

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OFFICER IS CONSIDERED NECESSARY.

(B) LOCAL STAFFING IS PROBABLY EXCESS EXCEPT THAT IT APPEARS TO BE BECOMING MORE DIFFICULT -- RATHER THAN EASIER -- TO GET ADEQUATE SERVICES PERFORMED BY COMMERCIAL TECHNICIANS.

5. CONSULATE GENERAL ZAGREB.

(A) THE CONSULATE GENERAL IS ORGANIZED INTO THREE MAJOR ELEMENTS, POLITICAL/ECONOMIC, CONSULAR AND ADMINISTRATION WITH THE CONSUL GENERAL EXERCISING SUPERVISORY RESPONSIBILITY OVER ALL ELEMENTS.

WITHIN THE LIMITS OF PERSONNEL, THE POLITICAL AND ECONOMIC SECTION SUPPORTS ALL GOALS IN PART I. POLITICALLY, THEY ARE CONCERNED WITH THE EVENTS AND PERSONALITIES IN THE DISTRICT AS THEY EFFECT THE CENTRAL GOVERNMENT. A MAJOR EFFORT OF THE CONSULATE GENERAL IS DIRECTED TOWARDS FURTHERING AMERICAN TRADE AND INVESTMENT AS DEMONSTRATED IN THE U.S. ANNUAL PARTICIPATION IN THE ZAGREB FAIR.

THE CONSULAR SECTION CARRIES OUT FUNCTIONS NORMAL TO ALL CONSULAR SECTIONS; HOWEVER BECAUSE OF THE SMALLNESS OF THE CONSULATE GENERAL'S STAFF, THESE OFFICERS CONTRIBUTE TO ALL PHASES OF THE MISSION'S POLICIES.

THE ADMINISTRATIVE SECTION PROVIDES SUPPORT FOR ALL OTHER ELEMENTS AND ASSISTS IN GETTING THE JOB DONE.

(B) STAFFING IS INADEQUATE AND THE ESTABLISHMENT OF A NEW CONSULAR OFFICER POSITION IS REQUIRED. THIS WILL FREE THE ADMINISTRATIVE/CONSULAR OFFICER OF SOME OF HIS CONSULAR WORK LOAD AND WILL ALLOW HIM TO BETTER SUPERVISE THE ADMINISTRATIVE STAFF. IT IS ALSO RECOMMENDED THAT A NEW LOCAL POSITION AS MAINTENANCE MAN BE ESTABLISHED TO HELP TAKE CARE OF THE USG-OWNED (2) AND LEASED

(7) BUILDINGS.

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS.

(1) THE ENTIRE USIS PROGRAM IN YUGOSLAVIA IS IN SUPPORT OF OBJECTIVES AND INTERJTS SET FORTH IN PART I, ALTHOUGH PERFORCE VERY LIMITED IN REGARD TO PARAGRAPH 5
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(RELATIONSHIP WITH YUGOSLAVIA'S MILITARY); EVEN IN THE MILITARY RELATIONSHIP, USIS PLAYS AN ANCILLARY LIAISON AND PUBLIC RELATIONS ROLE IN FACILITATING SHIP VISITS, MILITARY BAND FESTIVAL PERFORMANCES, ETC. THE PRESENCE OF FIVE US INFORMATION CENTERS (VS. ONLY ONE SOVIET CULTURAL CENTER, IN BELGRADE), THE SUCCESSFUL FULBRIGHT AND INTERNATIONAL VISITORS PROGRAM EXCHANGES ACTIVITIES, THE STEADY FLOW OF AMERICAN BOOKS, MAGAZINES, PHAMPHLETS, US GOVT PUBLICATIONS AND WIRELESS FILE ITEMS TO LEADERSHIP ELEMENTS, AND THE CONTINUED ENCOURAGEMENT OF MASSIVE CULTURAL AND INFORMATIONAL INPUT FROM THE US INTO THE YUGOSLAV SOCIETY, ALL CONTRIBUTE TO THE MAINTENANCE OF A BASIC WESTERN ORIENTATION IN THEIR COUNTRY, DISPTIE SOVIET PRESSURES AND BLANDISHMENTS. THE SAME INSTRUMENTALITIES, AND SEVERAL MORE IN THE USIS ARSENAL, ARE USED TO EXPLAIN AMERICAN POLICIES AND VALUES, AS PART OF THE ATTEMPT TO MODERATE YUGOSLAVIA'S BEHAVIOR IN THE THIRD WORLD, EUROPE AND IN YUGOSLAVIA ITSELF. IN SUPPORT OF PARAGRAPH 3, USIS IS INTENSIFYING ITS PROGRAM OF PLACING AMERICAN SCHOLARS IN YUGOSLAV ACADEMIC CIRCLES FOR INTENSIVE DISCUSSIONS OF BILATERAL AND MULTILATERAL ACTIVITIES, IN A THUS-FAR SUCCESSFUL INTENSIFICATION OF OUR ENGAGEMENT. IN SUPPORT OF PARAGRAPH 4, THE USIS-ADMINISTERED CU IVP PROGRAM HAS NEVER BEEN MORE SUCCESSFUL. WE PLAN TO SHARPEN THE IMPACT BY CONTINUING THE EMBASSY-WIDE CAMPAIGN TO FIND THE RIGHT CANDIDATES, AND BY ENLISTING THE DEPARTMENT'S , AND HOPEFULLY, THE WHITE HOUSE'S SUPPORT IN PUSHING FOR EVER HIGH-QUALITY IVP INDIVIDUAL AND GROUP PARTICIPATION. IN SUPPORT OF PARAGRAPH 6, MAKING USE OF AN AUDIENCE RELATIONS SYSTEM WHICH WILL MAKE MORE SOPHISTICATED APPROACHES POSSIBLE WITHIN THE NEXT FEW MONTHS, WE PLAN TO WORK TOGETHER IN REDUCING YUGOSLAV DAMAGE TO OUR INTERESTS ON KEY MULTILATERAL ISSUES. USIS HAD TRADITIONALLY COOPERATED WELL WITH OTHER
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EMBASSY ELEMENTS WORKING ON AMERICAN TRADE AND INVESTMENT PROMOTION AT THIS POST, AND THE EFFORT WILL CONTINUE. USIS CAN PLAY A SIGNIFICANT ROLE IN EXPANDING AND DEVELOPING YUGOSLAV FAITH IN THE AMERICAN ABILITY TO BE A RELIABLE SUPPLIER OF THE TECHNOLOGY NEEDED TO TRANSFORM YUGOSLAV INDUSTRY. AGAIN, THIS CAN BE DONE PRIMARILY THROUGH

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VARIOUS "OUTREACH" PROGRAMS, AND EXHIBITS.
THE WHOLE USIS CULTURAL AND INFORMATIONAL PROGRAM IS DEVOTED TO BUILDING CONFIDENCE IN US INTENTIONS, IN SUPPORT OF PARAGRAPH 8.
PARAGRAPH 10, AFTER PAYING DUE HOMAGE TO US INTEREST IN SUPPORTING THE YUGOSLAV SCIENTIFIC COMMUNITY, CONCENTRATES ON THE MAIN USIS GOAL IN THIS COUNTRY, NAMELY "COMMUNICATION AMERICA'S POLICIES AND IDEALS". THE LAST PORTION OF PART I IS A DELINEATION OF THE USIS FUNCTION IN YUGOSLAVIA. USIS FUNDING AND ITS STAFF LEVEL ARE ADEQUATE FOR THE JOB.

B (2) DEPARTMENT OF DEFENSE.
THE DEFENSE ATTACHE OFFICE IS ADEQUATELY STAFFED AND FUNDED TO FULLY SUPPORT PROGRAM OBJECTIVES OUTLINED IN PART I. IN FULL COORDINATION WITH OTHER MEMBERS OF THE COUNTRY TEAM, DAO HAS BEEN MAKING EVERY EFFORT TO ESTABLISH A MEANINGFUL RELATIONSHIP WITH THE YUGOSLAV MILITARY. BECAUSE OF CONSTRAINTS IMPOSED BY YUGOSLAV MILITARY WHICH SIGNIFICANTLY LIMIT CONTACT, THIS EFFORT HAS THUS FAR MET WITH ONLY LIMITED SUCCESS. FURTHER, IT IS CONSIDERED

UNLIKELY THAT THIS SITUATION WILL IMPROVE, DESPITE OUR BEST
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EFFORTS, UNTIL YUGOSLAVS DECIDE A MORE MEANINGFUL RELATION-
SHIP IS IN THEIR BEST INTEREST.

B (3) AGRICULTURE.

TWO DIFFERENT, BUT INTERRELATED, RESPONSIBILITIES
OF THE OFFICE OF THE AGRICULTURAL ATTACHE ARE AGRICULTURAL
INTELLIGENCE AND MARKET DEVELOPMENT. THESE RESPONSI-
BILITIES ARE DIRECTLY RELATED TO THE GOAL OF FURTHERING
US TRADE IN YUGOSLAVIA.

THE NATURE OF BASIC AGRICULTURAL COMMODITIES, WHICH
ARE SUBJECT TO LARGE WEATHER-RELATED SHIFTS IN SUPPLY,
NECESSITATE A COMPREHENSIVE AND TIMELY AGRICULTURAL
INTELLIGENCE SYSTEM TO HELP ASSURE THE US'S POSITION AS
A RELIABLE SUPPLIER OF AGRICULTURAL COMMODITIES. IN
YUGOSLAVIA, THIS IS CARRIED OUT THROUGH 42 SCHEDULED REPORTS,
SUPPLEMENTED BY VOLUNTARY REPORTS AND CABLES. THESE REPORTS
HELP IDENTIFY SHORT-TERM NEEDS AND LONG-RUN MARKET
DEVELOPMENT STRATEGY.

THE AREAS OF TRADE AND TECHNOLOGY TRANSFERS ARE CLOSELY
LINKED IN USDA'S MARKET DEVELOPMENT WORK IN YUGOSLAVIA.
IMPROPER PROCESSING AND INADEQUATE KNOWLEDGE OF LATEST
TECHNIQUES HAS RETARDED USAGE AND IMPORTS OF SOME AGRI-
CULTURAL COMMODITIES. FOR EXAMPLE, CONSUMER RESISTANCE TO
SOYBEAN OIL IS MAINLY THE RESULT OF POOR PROCESSING.
DUE TO THE GENERIC NATURE OF THE BASIC AGRICULTURAL COM-
MODITIES, THE MARKET DEVELOPMENT WORK IN YUGOSLAVIA LEANS
HEAVILY TOWARD THE TRANSFER OF INFORMATION AND TECHNOLOGY.
DURING THE CURRENT YEAR, THE OFFICE OF AGRI-
CULTURAL ATTACHE WILL BE INVOLVED ALONG WITH USDA
COOPERATORS IN SIX SEMINARS, A MAJOR LIVESTOCK FEED
TRIAL, SEVERAL VISITS BY SURVEY TEAMS, AND A VISIT BY
YUGOSLAV LIVESTOCK SPECIALISTS TO A WESTERN FEEDLOT.
IN ADDITION, APPROXIMATELY 100 AGRICULTURAL VISITORS
WERE HANDLED BY THE OFFICE OF THE AGRICULTURAL ATTACHE.
SINCE THIS OFFICE HAS REGIONAL RESPONSIBILITY FOR ROMANIA,
THE AGRICULTURAL ATTACHE IS OFTEN IN TRAVEL STATUS.
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